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EXTENSION SERVICE  
*Review*

NOVEMBER 1962

EDUCATION IN PUBLIC AFFAIRS



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UNITED STATES DEPARTMENT OF AGRICULTURE



**Official monthly publication of  
Cooperative Extension Service:  
U.S. Department of Agriculture  
and State Land-Grant Colleges  
and Universities cooperating.**

*The Extension Service Review is for Extension educators—in County, State, and Federal Extension agencies—who work directly or indirectly to help people learn how to use the newest findings in agriculture and home economics research to bring about a more abundant life for themselves and their communities.*

*The Review offers the Extension worker, in his role of educational leader, professional guideposts, new routes, and tools for speedier, more successful endeavor. Through this exchange of methods, tried and found successful by Extension agents, the Review serves as a source of ideas and useful information on how to reach people and thus help them utilize more fully their own resources, to farm more efficiently, and to make the home and community a better place to live.*

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### **EAR TO THE GROUND**

Public affairs education isn't something brand new in Extension. As "A Guide to Extension Programs for the Future" points out: "From the earliest years of the Extension Service, rural people have looked to it for help on controversial public problems."

Then, as now, people are looking for unbiased assistance based on factual information.

In the course of the last few years there has been a decided upswing on the part of Extension in public affairs education. Various approaches to this work are being used. This is a healthy situation. Willingness to experiment has contributed to our technological progress. There is no reason to suppose that it will not be equally productive in the broad area of public affairs.

This increasing emphasis on public affairs education comes at a time when rural America is charting its course for the future. Rural communities face the big problem of finding new uses for land not needed in farming and new work for people no longer farming. The influx of suburbanites to rural areas also has an impact on rural people in the public affairs area.

Public affairs education can make a real contribution in helping to advance rural areas development. It is already doing this in some cases by building awareness and understanding of problems and opportunities.

In connection with farm exports, public affairs education can play a vital role in helping to keep farm people in tune with foreign markets. The people in a particular county, for example, may be as much concerned with the European Common Market as with local zoning. We might all well ask ourselves "what is local?" A farmer's economic well-being may be more dependent on the likes and dislikes of customers he never sees than on his neighbors.

In this issue we have tried to give you a broad sampling of public affairs education. You'll find some of the basic "whys and hows" of this work delineated. And we think, too, that the articles will help you gain a keener perception of the problems and potentialities of work in this field.—WAL

*Next Month: Rural Areas Development.*

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# EXTENSION'S CHALLENGE in Public Affairs Education

by KARL SHOEMAKER, Extension Economist,  
Federal Extension Service

**T**HE land-grant institutions are to know what the Grand Coulee and other tremendous dams are to power.

Land-grant colleges and universities have a vital role to play in the education of people concerning the solution of problems that must be solved through public action. As public supported institutions in a democratic society, they have a responsibility to light the lamps of knowledge in the expanding area of public affairs as well as in other broad fields in Extension, such as agricultural technology, or in formal classroom instruction. Since their creation, these colleges and universities have had as their first responsibility serving the people in the entire compass of living and making a living.

Because the shape and nature of governmental programs in a democracy are ultimately controlled by the broad climate of public opinion, effective and farsighted policy often can be developed only if people can identify their real needs, recognize the causes of their problems, and understand the consequences of possible alternative solutions.

Extension education programs on the public problems of rural people make important contributions to the policy development process. Guided by responsibility for service, extension personnel in the area of public

affairs have as much responsibility to communicate to their clients the knowledge which research has developed on the public problems of agriculture as those in technological fields.

## Scope of Work

Public affairs education is concerned with public decisions involving group action. These may cover local, State, National, or international affairs. The action may or may not involve legislation.

The scope includes a wide range of subject matter, such as: economic growth, community development, taxation, zoning, public health, public education, public spending, farm programs, public labor and industrial issues, social security, foreign trade, and international relations.

The objectives of a public affairs educational program are to create:

- a more active interest in public problems.
- a better understanding of the issues and principles involved.
- increased desire of citizens to participate effectively in solution of public problems.
- increased ability to make judgments on the basis of a critical analysis of alternatives and their consequences.

With our democratic form of government, public problems can be

solved only through enlightened action of citizens. The citizen must be awakened to his responsibility and his level of economic intelligence must be raised so he can help develop better public policies and programs.

Public policy decisions are based on both facts and values. People do not have the same beliefs about what the facts are. However, if all the facts were known and understood, there would still be disagreement about what ought to be done.

This is because individuals have different sets of values—feelings about what they think ought to be. That is only natural, since people differ as to environmental backgrounds and ideas about what is important to their well being. Obviously, if an educator tells the people what policy decisions ought to be, he is stepping out of the role of educator and is attempting to impose his set of values on others.

## Procedures for Education

Based on this analysis, the following procedure has been developed for education on public issues:

1) Help people to clearly define the problems so controversial issues are thoroughly understood.

2) Set forth the goals or objectives generally acceptable to those involved

(See Challenge, page 225)

# Public Affairs Education

(Excerpts from: A Guide to Extension Programs for the Future, July 1959)

**P**UBLIC AFFAIRS EDUCATION is education for citizenship. Its scope is measured by the educational needs of intelligent citizens concerned with public issues at every level of government.

From the earliest years of the Extension Service, rural people have looked to it for help on controversial public problems. The tempo of economic growth and change, however, have greatly increased the need to give such help...

Extension is feeling today, more urgently than ever before, the demands for unbiased and factual help in public affairs.

## Help People Study

No one expects the extension worker to try to tell people what their decision should be on a public policy issue. What he can do is to help people study the economic and social consequences of alternative courses of action.

When a land-grant college teaches new technology it must also accept the responsibility to help society make the adjustments that will assure genuine benefits from such technology.

This is a form of help which responsible citizens need and appreciate. It offers a challenge to which Extension can and should respond vigorously.

Rural people have always had to deal with controversial public problems on which they must make decisions. The nature and the complexity of these problems change from year to year, and this has been reflected in changes in the program of the Extension Service for public affairs.

Early extension workers were sought out for help on such things as organization of cooperatives, consolidation of schools, and development of equitable tax and assessment policies.

In the agricultural depression days of the 1920's, emphasis was placed on tariffs, taxation, roads, and schools.

During the 1930's, governmental programs of farm price support and production adjustment came to be—and still are—a major concern.

## Changing Tempo

Since the end of World War II, international conditions have become more complex and more urgently a concern of every American citizen. The tempo of economic growth and change has also continued to accelerate.

All these changes have been reflected in the requests made to extension workers for unbiased and factual help in public affairs.

Extension has an impressive record of organized as well as informal public affairs activity.

Citizenship education has been a part of home economics extension work for a number of years. . . . (It) has also long been an important phase of youth work. . . .

Public affairs education serves rural and urban people alike. With the complex interdependence of agriculture and other segments of the economy, no policy program can narrow its sights to a single economic or occupational group. Laws affecting agriculture may actually reflect the views of urban legislators and congressmen to a greater extent than they do those of rural legislators. De-

cisions by rural people and groups are profoundly affected by trends in the national economy. Men and women in every segment of the economy realize that every public policy affects their welfare and influences the way they must manage their resources.

Everyone concerned with adult education accepts the need, in a healthy democracy, for effective educational programs in public affairs. The Cooperative Extension Service, with its unique organization and its demonstrated competence, should respond vigorously to this growing demand...

## Extension Must Accept

There can be no question of Extension's responsibilities in public affairs. The legal mandate implicit in the Smith-Lever Act, reinforced by the insistent demands of people for help in understanding public problems, amply justifies everything now being done and more.

When Congress in 1954 appropriated funds to expand extension work, it specified public affairs education as one of three areas where work was to be strengthened. The Congressional hearings stressed the need for helping people understand the economic background so important to an intelligent approach to many public issues.

Rural people have benefited greatly from the help Extension gives them in improving agricultural production and meeting many other problems. Rural people and their urban neighbors have both shown confidence in the guidance and counsel that Extension offers. Recently, there has been a growing awareness of special farm income problems that arise as a result of the rapidly advancing technology and low price and income elasticity. Farmers are beginning to understand this problem quite clearly.

Extension has reason to be proud of its contribution to progress in discovering and extending new technology. It also must acknowledge a special obligation to implement the adjustment to this technology, and thus help solve the income problem created. This is a problem shared by Extension and research workers in production and marketing, as well as those specifically assigned to public affairs responsibilities. ■



# Involving Others

by LUTHER J. PICKREL, Extension  
Economist in Public Affairs, Minnesota



"It is time that Extension as a whole recognizes that it has a definite obligation to deal with matters of public policy just as fully as it has an obligation to teach better farming and homemaking methods. I consider this our first responsibility in the field of public policy." Skuli Rutford, then chairman of the Agricultural Policy Committee, made this statement at a Farm Foundation Public Policy conference in 1950.

What is public affairs education? What are its objectives? Who does or who should make up its audience?

If one could find consistent answers to these questions, it would be easier to discuss the involvement of others in the program, whether as teachers, students, or both. Unfortunately, reasonably consistent answers appear difficult to come by.

Some seem to suggest that public affairs education is synonymous with and limited to agricultural policy education. There is also the question of whether the Cooperative Extension Service should limit its educational efforts in public affairs to farm audiences, or include a broader clientele.

## Public Affairs Areas

One view, expressed in 1949 by Frank Peck of the Farm Foundation, is that:

"While no line should be drawn in what might be included under educational work on public policy problems . . . (some) specific but broad fields (include): (1) public policies concerning prices, production, and farm income; (2) public policy concerning health, education, and social security; (3) public policy concerning foreign trade and international relations; (4)

public policy concerning the marketing and distribution of farm products; (5) public policy concerning the development and use of land and water resources; and (6) public policy concerning . . . taxation and monetary policy."

Some aspects of all these broad areas have been dealt with in one way or another in public policy conferences sponsored by the Farm Foundation.

Apparently these topics represent needs reflected by program committees and conference participants. These are important, complex issues.

They break down into a host of subissues which require highly specialized treatment. Obviously, they cut across a variety of disciplines and require a wide range of experience to insure a thorough examination. They also cut across all areas of rural and urban life.

Significantly, an increasing number of people are asking for educational assistance in these areas. And as the public becomes more sophisticated, they need more preciseness, depth, and range in educational programs.

The relationships between colleges of agriculture and the total university were discussed in detail at the conference on the "Implications of Economic Growth and Adjustment for Land-Grant Colleges" at Colorado State University last year. Prominent questions were on how to tap the greater resource base of these institutions.

This, of course, is especially pertinent to Extension, including extension work in Public Affairs Education. It is significant to note that as yet we have few answers.

The struggle involves much more

than methods or resources for Public Affairs Education. These broader difficulties may even be significantly inhibiting the development of a more comprehensive program of education in Public Affairs.

Not long ago, the focus of Extension education was to bring new knowledge of the outside world to the farmer and his family. This new knowledge included better production practices and homemaking skills. While these needs may have changed in some respects, only the very naive would consider them redundant today.

But some new dimensions have been recognized. One is an understanding of the impacts application of this improved technology and management will have on agricultural production. Another concerns what may be the reverse of bringing the outside world to the farm family; protecting them from such invasions.

If the six items listed above are indicative of the felt needs of rural people, and others with whom they live, work, or share common concerns, they do, it is repeated, cover a wide range of expert knowledge. The question is, "Where can it be found?"

## Far-Reaching Problems

Two subject areas may be used to demonstrate the problem. One big issue facing farmers is that of markets for their products. Farmers must be efficient to be competitive, but they also face other challenges and barriers, such as the Common Market or the European Economic

(See *Involving Others*, page 225)

# The Agricultural Policy Institute

by ARTHUR MAUCH, Professor of Agricultural Economics, Michigan State University

*Editor's Note: No region of the country is undergoing faster, desirable agricultural adjustments than is the South at this time. Through the Agricultural Policy Institute at North Carolina State College, created in 1960 by joint action of the College and the Kellogg Foundation, educational endeavors in agricultural adjustment are underway regionwide.*

THE Agricultural Policy Institute aims to discover, evaluate, and disseminate information which will:

- (1) Clarify the basic nature and scope of adjustment problems confronting the South,

- (2) Aid in developing a sound understanding of the manner in which public policies and programs affect the agriculture of the region,

- (3) Provide information needed in evaluating and choosing among alternative agricultural policies and programs, and

- (4) Aid farmers and business firms serving farmers to become more efficient and foresighted in their operating practices.

## Diversified Program

This is an educational, not a policy-making program. To further its objectives the institute carries on a diversified educational program of conferences, workshops, leaflets, newsletters, research, and training. The following highlights of the 1962 annual report will show some of the work being done.

A Farm Policy Review Conference was cosponsored with the Center for Agricultural and Economic Adjust-

ment. It brought together agricultural, business, and political leaders from across the Nation to review, analyze, and appraise existing agricultural policies in relation to the problems confronted by agriculture. They also considered alternative methods for improving the income position of American farmers.

A Conference on Area Development was cosponsored with the Institute of Community and Area Development of the University of Georgia. Emphasis was on the current state of economic development of the South, problems involved in enhancing the rate of growth, and methods of appraising economic development potentials. Participants included representatives of State and local area development committees, industrial and agricultural leaders, bankers, and educational leaders.

In cooperation with the Southern Regional Education Board, the Institute sponsored a conference on Educational needs for Economic Development. Changing manpower requirements were discussed, and the significance of investment in different types of education to economic growth was analyzed. Representatives for State institutions and planning agencies, educators, legislators, and financing and administrative officials from the South participated.

Other conferences and workshops included: Educational Problems of an Economic Development Program, with the Federal Extension Service cooperating; management techniques with the Southern Farm Management Research Committee and Farm

Foundation cooperating; a number of marketing short courses; and an agricultural policy workshop for staff members and graduate students.

## Special Activities

The Agricultural Policy Review, published quarterly, provides people in key agricultural positions with information on policy alternatives and adjustment programs that affect agriculture.

The Agricultural Policy Institute cosponsored the publication of a series of leaflets on "World Trade—What Are the Issues?" The Center for Agricultural and Economic Adjustment, National Agricultural Policy Committee, Federal Extension Service, and Farm Foundation shared sponsorship.

Fifty thousand copies of the leaflets were printed and distributed nationally and internationally.

An economic area development newsletter was initiated during the year.

As visiting professor for 5 months, my major responsibility was to help the staff prepare five leaflets under the masthead, "Decisions for Progress." For mass distribution in North Carolina, this series focuses attention on economic growth. It seeks to explain the nature and processes of economic growth and the possibilities and limitations of inducing economic growth.

The initial leaflet provides a general understanding of what is meant by economic growth, the general requirements for growth, and suggestions on how individuals can take action to promote growth, at the com-





munity, area, State, and National levels.

In each of the other four leaflets, the organizational outline provides explanations of the situation, problem, goals, and alternatives.

The self-administered discussion group technique will be employed in this program. The leaflets are not intended to express a choice among the different courses of action. The question of which alternative is preferable is left to each individual or group.

The educational philosophy of this entire activity is to provide a setting in which people can study their problems, bring facts to bear upon these problems, and leave the decision to the people.

### Economic Research

In addition to about 30 research projects already underway or completed, a study of "Economic Development and Manpower Requirements in the South" was initiated. This study, financed by a grant from the Twentieth Century Fund, will be conducted under the direction of Dr. James G. Maddox, Professor of Agricultural Economics and Associate Director of the Agricultural Policy Institute.

The study seeks to take into account the region's transition from an agricultural to a modern, industrialized society. An attempt will be made to derive a clear understanding of the basic changes now taking place in the South and the changes that will be needed in the future to effectively utilize the region's manpower. Human and material re-

sources will be analyzed to make a realistic projection of the economic structure and levels of output the region logically might attain in 10 years.

The information gained in this analysis could well have significant impact on public policies concerning the South.

### College Training

Recognizing the importance of public affairs education, the institute sponsored a series of seminars and conferences in North Carolina, South Carolina, Georgia, and Florida on the organization of Extension for public policy education.

The seminars emphasized the role of the universities in providing public affairs education, the content of education programs in public affairs, and effective procedures for conducting these programs.

A mimeographed paper, "A Public Policy Program for the Agricultural Extension Service," was circulated to participants prior to the meeting. This was to serve as a basis for discussion.

A special educational program was launched at North Carolina State College to provide intensive training for administrators and specialists in the problems of agricultural adjustment and public policy. Thirteen fellowships were provided for leaders from 12 southern States in 1961-62. These leaders, representing many phases of work in agriculture, are provided with up-to-date information about the problems and opportunities in agriculture. This phase of the institute program is now moving into its second year.

The Executive Committee of the Agricultural Policy Institute awarded seven fellowships to persons pursuing a rigorous program of graduate study focused on the problems of agricultural adjustment and public policy during 1961-1962. This program is oriented toward the development of research and educational abilities of persons enrolled in the program.

It is expected that many graduates from this program will be employed by the land-grant colleges, U.S. Department of Agriculture, and other agricultural agencies. In these capacities they will carry forward educational work in facilitating econom-

ic and social adjustment of agriculture.

A 3-week short course was conducted at the University of Kentucky for agricultural workers from the southern region. This course was designed to provide county agricultural workers an opportunity to gain a better understanding of the major adjustment problems facing southern agriculture, provide information on ways in which public policies influence agricultural adjustments, study the effects of public policies and programs on southern agriculture, study techniques for analyzing and interpreting public programs affecting resource use and incomes in agriculture, provide subject matter materials and demonstrate teaching methods that can be used by those taking the course, and broaden understanding of basic principles which relate to public policy.

Although financial assistance was provided for only 20 representatives, 39 attended the short course.

### Evaluation

The Agricultural Policy Institute is serving a very useful purpose. The resource material presented at the various conferences has been made available in limited quantities. The staff hopes that in the future more of this material can be recast as Extension material for use by the general public. The local public is being reached in a limited way now through the press, magazines, radio, and television.

One of the most impressive activities is the bringing together, through the fellowship program, of representatives from various States and action agencies for a year's study. These men leave with a new, sharpened set of tools, a somewhat different set of values, and a wealth of resource material. They cannot help but bring a new and stimulating viewpoint to those with whom they work.

The area in which the Agricultural Policy Institute carries on its program is characterized by deep-seated values and long-cherished opinions. Land-grant universities have been slow in the development of strong, effective, educational programs in public affairs. The Institute is making real progress in stimulating activity in this direction. ■



# Americans Must Do Their Own Thinking

by W. G. STUCKY, Education Leader, The Center for Agricultural and Economic Adjustment, Iowa

**C**ITIZENS of our democracy face a tough challenge—they are required to do their own thinking. They must shape their individual destiny and sanction or oppose the national action chosen by their selected leaders. No super-state determines what is best and makes them act accordingly.

Yet citizens are concerned about our rate of progress in solving aggravating national problems. The farm problem, high unemployment, the communist buildup in Cuba, slow development of emerging nations, and the race in space all cause anxiety and a feeling of national inadequacy. Citizens desperately need to be better informed on these problems and to deal with them.

The industrial revolution has set the stage for the present scientific revolution. Ideas once thought preposterous, such as man flying to the moon or rival European nations preparing for economic and political union, are now accepted.

## Challenges to Citizens

These are but a wisp on the thunderous winds of change. U.S. citizens face all at once the need to:

- outdo or be subjugated by a force of hostile nations;
- pull together a group of proud and sensitive allies;
- help developing nations achieve economic growth, social progress, and political freedom;
- spur our own economy to create enough new jobs to employ 3

million new youth each year plus another 1 million workers whose jobs are eliminated by technology;

- contend with a scientific revolution whose changes increase the economic and social adjustments between rural and urban sectors of the economy.

In an age when U.S. citizens are expected to act but are inadequately informed they behave in curious fashion. Witness the agony within the rural sector over low-income areas, poor education for youth, and the desperate attempts of farmers to control the marketing and pricing of commodities at the farm.

A true democracy can exist and function effectively only with enlightened citizens. One internal danger which democracies face is lack of knowledge and understanding of the needs for improving individual decisions and general welfare.

## Land-Grant Responsibility

The land-grant university's promise to society was to tend to its priority developmental needs. It has both the responsibility and the opportunity to give people a more factual and objective understanding of these problems.

The land-grant university possesses unique machinery for conducting education of great national significance. Its State Extension Services can reach every community and bring the people's attention to what is needed to solve elements of the farm problem.

As an example, this may require, besides a better understanding of the economic and political environment, an attack upon the educational problems of youth in rural areas, the effective transfer of resources idled by new technology, and the adaptations and innovations needed in governmental and other social structures.

But for Extension to significantly benefit society on these matters it will have to bring public issues to the public. This requires a different program response by Extension than most workers visualize.

Little public understanding can be achieved by engaging a fraction of the citizens in cursory, intermittent discussions and lectures on the subject. Public issues ought to be brought as near as possible to the whole public for analysis, study, and discussion. This kind of significant operation requires prolonged and hard work by scientists and scholars within each institution.

## Required Education

Engaging people in adult education on vital matters of public concern requires:

- 1.) Work with leaders and public figures to define the priority considerations in public issues. This involves testing the validity, objectivity, and relevancy of available data relating to the issue. Research is critical in providing needed knowledge. It also identifies the gap in understanding between the public and leaders and the leeway



*Editor's Note: The Center for Agricultural and Economic Adjustment at Iowa State University was established to enable staff members in research, extension, and teaching to concentrate on adjustment problems of agriculture. Its ultimate objective is to help people, both rural and urban, understand and shape the necessary social and economic adjustments in our growing economy. Like the North Carolina Institute, the Iowa Center is backed by the Kellogg Foundation.*

for individual and group action.

- 2.) Bringing to the broader interested public an understanding of the issues and alternatives—recognition of the realistic avenues open for leadership and action.
- 3.) Adjusting to the new intellectual environment, appraising the relevant alternatives to action, and compensating for the changes that action brings.

Getting public issues of national concern before the interested citizen requires that land-grant universities work together. Isolated action here and there does not meet the needs of the Nation.

The Center for Agricultural and Economic Adjustment is making its resources available to the land-grant system to broaden experience in operating cohesive, effective, adult educational efforts of significance to interested citizens.

The Center has found that most land-grant university workers have trouble visualizing a total educational effort. They have difficulty anticipating staff organization requirements or seeing the need to fill people's "knowledge gap."

If democracy is to remain virile, education in the future must focus on a realistic set of priorities. It must engage people and their leaders in up-to-the-minute, objective, and scientifically-based study and solution of the problems pertinent to our survival, freedom, and welfare. ■

## INVOLVING OTHERS

(From page 221)

Community. The issues involved are political as well as economic.

Each major category includes a number of others that require the skills of specialists to explore and unravel. Western Europe has been one of the largest dollar customers for the products of American farmers. They are also competing more strongly for the markets of some U. S. manufacturers. Decisions reached between the United States and the Common Market group also will affect many newer or economically less-developed nations. A whole host of world affairs issues are represented here.

### Involving Widespread Resources

A number of U. S. farm families are beginning to encounter problems of "land-use, planning, and zoning." The University of Minnesota arranged a training seminar in this field involving representatives of the Law School; Departments of Political Science, Agricultural Economics, Geography, Horticulture, and Soils; College of Education; General Extension Division; and the Cooperative Extension Service.

Other seminar faculty members included the Bureau of Business Development, Metropolitan Planning Commission, Commission of Aeronautics, Department of Water Conservation, League of Minnesota Municipalities, State Health Department, Highway Department, and the Corps of Engineers.

A seminar for rural-urban leaders on the Common Market involved as faculty an economist specializing in international trade, several agricultural economists, two political scientists, an historian, a businessman, and a number of commodity and trade specialists.

Resources to employ such a battery of experts full-time would probably not be available to many State Cooperative Extension Services. In fact, such staffing would appear illogical. However, these experts are needed from time to time.

It's possible to get the job done by a number of devices. One of the

best is to develop the type of program that interests and challenges competent people, provide a motivated audience, and choose timely subjects. It helps to have some resources and the support and interest of the college and university administration. A few successful efforts involving the right audience and faculty may even help bring that about.

Most public affairs issues—local or otherwise—depend on action from a number of groups. Farmers seem increasingly aware of this and express a preference for meetings, workshops, and seminars that involve a cross section of the community. This gives them a chance to present their views to others, as well as learn why others hold particular views.

Involving a number of disciplines and professions as faculty helps more of the audience to identify with the group. It encourages a more constructive approach to discussion of these issues. Audience and faculty identification and involvement are difficult, but they are vital to a successful program of Public Affairs Education. ■

## CHALLENGE

(From page 219)

or affected by the decision. If time permits, invite the participants to select their own goals or criteria against which they can measure the impact of various alternatives.

3) List all important alternatives that should be considered.

4) Analyze each alternative in the light of its probable impact on various parts of the economy. The impact may be limited or far-reaching, depending on the problem. For example, if a community wants to buy a new fire truck, the decision is a local affair. In contrast, millions of people may be on the receiving end of a probable course of action, as with the St. Lawrence Seaway. (Information should be sufficiently specific to enable people to determine the consequences of alternative courses of action upon their own situation.)

5) Leave the decision to the people. Decision making is *not* a proper function of the educator. ■



**P**UBLIC AFFAIRS extension education is increasing in Iowa. Beginning with selected leader training in 1947 and expanding through self-administered discussion programs, "Challenge to Iowa" and "Iowa Futures," it has reached a large segment of the general public.

Extension education in public affairs assumes that people prefer the process of rational decision-making on public issues, once the issue is identified. This process can be condensed into four brief steps.

Step 1. Facts and information are gathered.

Step 2. Alternative solutions are identified and analyzed.

Step 3. The individual or group applies its values to the facts.

Step 4. The preferred alternative is selected.

Extension's activity is confined to steps 1 and 2. Only within these conceptual boundaries is it possible to be objective. With rigid educational discipline, Extension can perform the educational function which is welcomed by individuals, groups, organizations, and political parties.

Public affairs work of this nature was described by Dr. Robert Parks, Iowa State University vice president for Academic Affairs, as, education with objectivity and integrity.

Numerous groups and organizations are active in steps 3 and 4, but there is an informational void relating to steps 1 and 2. Extension can fill this void without competing with any other existing group—and its contribution will be welcomed.

### Objectivity Demonstrated

Objective education on controversial issues was effectively demonstrated in Iowa this May by a series of area meetings on farm policy legislation. Leaders of all farm organizations, officials of government agencies, officers of political parties, and other community leaders were invited to area meetings conducted by Extension.

The objective of these meetings was to analyze the pros and cons of alternative bills dealing with farm legislation. The administration's ABCD Bill, the Emergency Feed-Grain Act, and the Cropland Retirement Bill were considered.

## Public Affairs Work in Iowa

by DR. EBER ELDRIDGE, Extension Economist, Iowa

The meetings were conducted while committees were active and before a Congressional vote was taken. Consequently, interest was high.

*State leaders of all farm organizations commended Extension for its objective, enlightened approach to the discussion.*

This series of meetings was possible and successful because the educational content was restricted to steps 1 and 2. Facts and analysis of the alternatives were presented. The alternatives were evaluated with selected criteria. No attempt was made to say which alternative should be selected by Congress.

Farm organizations, political parties, and other pressure groups will take the information and move into steps 3 and 4.

Considering the growing complexity of public issues, will people look to "experts" to do more of the deciding? This question is frequently asked by people at all levels of farm policy formation.

Perhaps there is a degree of truth in the statement that "experts" will do more of the deciding. But the experts must have public support. The survival of our democracy (as we know it) depends on the majority of those who vote being sufficiently informed on the fundamental issues and alternatives. Again, this emphasizes the importance of the Extension public affairs program.

It is possible for the trained Extension specialist to cut through the maze of detail and complexity and help people through step 2. That is, help people identify and understand

the fundamental issues underlining the complex field of public policy.

We like to think of the Cooperative Extension Service as being sensitive to people's problems. As long as public policy and public affairs problems are important to people, they will be of increasing concern to the Iowa Cooperative Extension Service.

In the recent Iowa Future Series, Extension for a short time mobilized a large segment of the entire staff for a total educational effort. More than 50,000 people participated in this self-administered group discussion phase, and over 20,000 returned opinion records.

### Future Pattern

What pattern do you expect public affairs extension to follow in Iowa in the future?

It is necessary to consider the development of public affairs extension in two areas of activity—the county and the State. Iowa has followed the philosophy that the primary purpose of the State specialist is to assist county extension personnel in carrying on a public affairs program. To do this, county personnel must have competency in both the subject matter and the technique of public affairs extension work.

The primary effort of the State specialist is to assist the county or area agent with these competencies. This does not mean that every county extension person will become a specialist in public affairs—but a certain degree of competency is neces-



sary for program planning and implementation.

The county extension public affairs pattern will probably develop first with an increasing amount of time by county personnel spent on public affairs work in relation to other lines. Included will be an increasing number of public affairs discussions conducted by county extension personnel.

This has happened in the past, as indicated by Iowa monthly Extension reports. The 1960 report summary indicated 100 percent increase in time spent on public affairs and community development, as compared with 1954.

Second, county personnel will become more sensitive to local public problems. In so doing, they will become more involved in providing facts, alternatives, and analysis on local problems, such as schools, county government, and area development. County personnel, both men and women, will be considered by local committees as resources for information and analysis of local problems.

Third, in Iowa there will be more specialized development of cohesive broad-scale operations with more staff working with special leaders and combining expansive self-administered discussion group techniques patterned after the Iowa Future Series. County personnel will likely become more involved with these operations as they focus on local problems. These include problems of economic growth, taxation, development, farm income, etc.

Several areas already have re-

quested a Future Series dealing primarily with local problems. It is, of course, necessary to integrate the local problems with economic growth and development of the Nation as a whole.

In the State Extension activity, we will probably see more emphasis on depth training. Except for a few planned schools, such as the Economic Growth Workshop, most programs have been 1-hour evening or half-day meeting types. In these meetings, it is possible to arouse interest in the subject and create a desire for more information. But depth of understanding is almost impossible to achieve. Inclination will grow to work with as many groups as resources will permit to secure depth of understanding.

Many public affairs issues cannot be adequately explained within the 1-hour, one-stop limitation. Only with repeated contact with the same audience can the educational objective be achieved.

Public affairs education in Iowa will deal more with priority "high interest policies." In the past, there has been some reluctance to deal with controversial issues when the intensity of political feeling was high. Recently, farm legislation analysis meetings were held on a subject that was highly controversial at a time when the political feeling was intense.

We learned that this could be done with "objectivity and integrity" with the support of all farm organizations. More educational activity on controversial issues related to pending legislation is expected.

There will be more coordination and joint planning with other subject-matter areas. Production specialists on both farm and nonfarm production, recreation, engineering, and economic development specialists all will find it necessary to relate their technical information to public policies. In addition, the public affairs specialists will find it increasingly necessary to be abreast of technical information in order to accurately analyze public affairs issues.

### Personnel Requirements

The worker in public affairs extension needs the same basic qualifications and requirements of any capable Extension worker. However, because public affairs extension is relatively new, some special qualifications are needed to avoid potential pitfalls.

The technique of public affairs extension work differs greatly from the traditional. Traditionally, Extension workers have promoted the "best" method. When the subject-matter is production information, this usually can be done without encountering value conflicts.

In public affairs, the teaching technique is crucial. When dealing with controversial issues, repercussions from an error in technique can be more publicly apparent.

One of the first techniques a public affairs specialist must learn is recognition of the difference between 1) the statement of fact or statement of theory, and 2) a statement of "value-judgment." Statements of fact or theory, when adequately documented, seldom cause difficulty. However, statements of opinions or values might well incubate explosive consequences.

By avoiding value judgment and placing the facts and analysis in the form of clear-cut alternatives, the Extension worker in public affairs can render a tremendous service to the public. The alternatives can be analyzed and evaluated according to predetermined criteria.

Generally, however, it is extremely important that the audience be left to apply their own values to the itemized alternatives and decide the best alternative. In this manner,

(See PA in Iowa, page 233)

# PLANNING COMMISSIONS and RURAL ZONING —

## Tie-in with Public Affairs >



by JOHN MITCHELL, Extension Rural Sociologist, Ohio

**W**HY should an Extension agent be interested in a planning commission or a rural zoning commission?

There are many reasons why you are interested in planning and zoning commissions. Your farmers have more at stake today than ever before—in land and equipment. The Nation's population is growing, and probably your county has more people than 10 years ago.

### Desirability of Planning

Land is a *fixed resource*—it can't be expanded. As an educator and professional leader, you are interested in seeing that the wisest and best use is made of this fixed resource. You assist people in planning for the wholesome growth and development of the county's resources.

More people and more buildings increase the pressure on the land and water resources of your county. Across the Nation, thousands of acres of farm land disappear as subdivisions, new highways, and shopping centers expand outward from cities.

Farmers in your county are getting new neighbors. Because automobiles

have helped the city and country merge, a farmer may have a merchant, industrial worker, and a truck driver as neighbors.

### Work of Commissions

You have helped many farmers determine how each field will be used so every acre is put to the use for which it is best suited. By working with planning and rural zoning commissions, you help people determine land-use patterns for a township or the entire county.

A planning commission makes plans and maps showing its recommendations for highways, systems of transportation, land-use, and park and recreational facilities. It makes recommendations concerning water supply, sewage and garbage disposal, and other public improvements affecting community development.

A commission may accept and expend funds from civic sources and agencies or departments of local, State, or Federal governments. It can employ persons or firms needed to further the planning work.

Planning commissions provide information that can be used in developing zoning resolutions. Zoning provides a tool or a means of following through on the plan.

Zoning is the regulation by districts of the use of land; the location, size, and use of buildings; and the density of population. A major objective of rural zoning is to put land to the use for which it is best suited. Other objectives are protection of property values, promotion of public health and safety, and the orderly development of the community.

County or township zoning commissions draw on the work of the planning commission in developing zoning resolutions. Ideally, work of a planning commission should precede the work of zoning commissions.

The haphazard growth of houses, factories, and junkyards in the same area can be prevented by long-range planning and rural zoning. Your county's "growing pains" can be reduced if citizens plan for the future.

### Interest Needed

The need never has been greater for persons interested in agriculture to have a voice in organizations doing land-use planning. As the number of farmers decline, it becomes even more important that persons interested in rural life be members of organizations and groups concerned with the future of their county—both rural and urban areas.



Educational and organizational work in planning and rural zoning could be key features of the community development and public affairs phases of your county program. Work in these areas also is of key importance in a rural areas development program.

Interest in long-range planning is reflected in the rapid increase of regional or county planning commissions in Ohio. Less than 2 years ago there were 24; today there are 37, an increase of more than 50 percent. County agents have been instrumental in bringing some of these into being.

Rural zoning has been approved in 398 townships located in 53 of Ohio's 88 counties. All this action has taken place since 1948. County and State Extension workers provided information and educational material for citizens in many places.

### Leadership Opportunities

How do people become interested in your county? There are several ways to provide educational and organizational leadership in this area of community development and public affairs.

You could start with your Extension advisory committee. Planning commissions could be explained and discussed at its monthly meeting. Rural zoning could be considered at the next meeting.

You could help arrange for a resource person to discuss this topic at the annual meeting of farm organizations or commodity groups. You could do the same thing for some of the key civic groups.

Some agents carry items on planning commissions and rural zoning in their newspaper columns. Others see that further information on these topics reach an editor's desk. Examples of changes in the county remind people of the need for planning.

You may initiate informal meetings with a small number of key people—county officials and persons high in the power structure of the county—to discuss planning and later, rural zoning.

You could help organize a study committee to explore all aspects of planning and rural zoning. Your county commissioners may be interested in appointing such a committee.

Some Extension agents have helped

prepare a brochure on how a planning commission is organized and what it does. You also may assist in drawing up a mimeographed piece of "The Do's and Don'ts of Rural Zoning."

### Looking to Resources

Where do you find resource people? What about the rural sociologists and agricultural economists? If they aren't involved in this work, they could help locate resource people at the university. You may contact the political science or city and regional planning departments.

A professional planner from a planning commission in a nearby community may talk with your people.

The interests of town and country are more intertwined and interdependent than ever before. Under present conditions, this old saying sums up the situation, "You hang together or hang separately." The need never has been greater for town and country to pull together in planning for the future.

You are in a key position to help people from town and country see the need for a planning commission and a rural zoning commission! ■



Without zoning, this view could face many country residents. Another problem of unplanned growth is strip, string, or ribbon-like development of houses along country roads. Country high-

ways soon become streets with many hazards, costly to local government for repair and improvements.



# Operation Advance— A New Dimension

by C. R. HARRINGTON, State Leader of County Agricultural Agents, New York

**E**IGHT hundred key community leaders in five pilot-demonstration New York counties participated in Operation Advance in the spring of 1961. Their response was so favorable that the effort was extended to the rest of the State resulting in a total of 8,000 such leaders being involved.

Operation Advance is a code name designating a new approach to Extension education in public concerns—a new dimension of Cooperative Extension work in New York.

State and local government officials applauded the effort. Farm organizations, civic groups, and key individuals accepted and supported Extension in this endeavor. University and Extension administrators gave the venture their support and assisted in interpretations to others.

## The Setting

Operation Advance was developed and launched with full recognition that the traditional Extension emphasis on education for change of individual unit practice was not effective in dealing with priority problems of society. Farmers, farm families, rural families, and village and city people are affected by many common concerns—the public problems of local, State, National, or international origin. Some of Extension's past efforts in education in this area had not been effective, satisfying, nor significant enough.

America's destiny appears largely a matter of public policy—on space and technical assistance, rural education and transportation, American agriculture in a hungry world. Response to these public issues is a basic ingredient in today's definition of life,

liberty, and the pursuit of happiness.

The purpose of Operation Advance is to offer leadership education, for a broad and diverse group of community leaders, that will lead to more effective public action on problems of common concern. Operation Advance is designed to serve the interests of the individual leader—to help him carry out the complicated work of leadership in a democracy.

## Offers Leadership Education

Operation Advance helps the leader, whatever his special interest or concern, to inform himself more fully on the broad problems of public policy in which all community interests share a common stake. The aim is to have leaders who are more competent (thus more confident), respond to public issues, assist groups to respond more effectively, and help and encourage units of government to take effective action.

Education in public policy must respect the fact that action takes place through the processes of political democracy. Education can assist but not become a substitute for this. Thus, the educational aim is not to give answers, but to contribute to the improvement of individual judgment that is relevant to the public business. Education can raise the level of decision.

This high-level objective cannot be reached in a short time with only one educational effort. But the beginning endeavor has demonstrated that it can and does work, and encourages more continuing efforts.

The participants in Operation Advance are key community leaders. They are the people who initiate, pro-

pose, inspire, challenge, influence, sanction, or even block action of other members of society.

Operation Advance participants include both men and women; local government officials, school officials, leaders in farm and nonfarm organizations, bankers, and other influential citizens.

## Two-Stage Approach

The first stage of Operation Advance provided an overview of five major topics:

- What's Ahead for Our Schools?
- Roads for the Future
- Outlook for Local Government
- Paying for the Future
- Looking Ahead (Economic Development)

The second stage, to be launched in late 1962, pursues three topics in greater depth:

- Economic Growth and Development
- Education
- Managing the Public Business

In addition, Stage II will help these leaders have a better understanding of the impact of the modern world upon community decisions and a better appreciation of the processes of political democracy through which action takes place. A management workbook will be provided to all participants in the second stage to help them apply facts and knowledge to an analysis of problems and alternative solutions within individual communities.

The content is presented in a series of fact sheets. The aim of each is to state issues, place the issues in context, examine alternatives and different courses of action, and review major differing positions. The fact





sheets provide facts, framework, and questions for discussion.

Yet, no fact sheet stands completely alone; the problems are not treated separately, but as interdependent aspects. Each one in the series is related to the others and attempts are made to provide an integrated approach.

The reasoning behind this is that in reality, common concerns or public problems do not exist in isolation. They are interrelated and need to be seen as interlocking concerns. Decisions reached in one problem area influence possible decisions in another.

Each fact sheet is printed and illustrated. Each involves an objective, nonpartisan treatment of a problem area with its appropriate context.

### Self-Administered Discussion

However good they may be, the fact sheets constitute only one phase of the educational experience of participants. Each person receives a fact kit and is expected to read and study it.

But individual study does not completely stretch the mind and imagination nor strengthen the understanding. So the self-administered discussion group of 12 or 15 people becomes a significant second part of the experience.

The self-administered group discussion is based on the fact sheet. No special "live" subject-matter experts or trained discussion leaders are necessary.

The objective of the discussion is not consensus. Everyone in the group is not expected to agree on answers. The purpose of the discussion is to

help each leader develop and define his or her own judgments. This is done by forcing the examination of individual concerns in broad context, by stretching individual thinking, and by developing some understanding of unfamiliar considerations, points of view, and interests.

The purpose is not to make policy, but to serve as a basis for informed action by individuals. Therefore, agreement or consensus is neither necessary nor helpful.

The most productive discussion occurs within groups of individuals with diverse experiences and ideas. By the same token, the least productive discussion groups are those composed of individuals who had thought alike before coming together for this purpose. To the extent possible, each group consists of a sampling of a community—its geographic, social, economic, vocational, organizational, and political differences.

The role of the State Extension staff is primarily to mobilize resources, developing the necessary materials and providing interpretation and legitimation. Included are the following:

1. Defining the problem areas to be treated with the educational effort.
2. Preparing the content and producing the fact sheets.
3. Interpreting the effort to the county staff, providing county staff handbooks, and arranging for adequate statewide support.
4. Interpreting the effort with key organizations, agencies, and individuals.
5. Providing administrative leadership to achieve a total institutional effort.

### County Function

The role and function of the county extension office is primarily to provide local organization and administration. The first responsibility of the county staff is to recruit a significant number of leaders. Each of these in turn must be willing to recruit a group of 12 to 15 other leaders and to organize the discussion meetings. Thus the county staff's job is to find the one organizing leader for each group to be organized within the county.

Following this, the staff responsibility involves interpreting the effort within the county, providing the materials, and becoming a counselor and advisor to each organizing leader.

This does not require the county staff to become subject-matter experts in each of the public concerns. It does mean that the county staff needs to be aware of some of the concerns, their implications, and the interest of people.

### A Continuing Effort

Operation Advance is more than a project with beginning and ending dates. To be effective, to fulfill an educational responsibility to American society, it must be a continuing effort with appropriate content, material, and methodology. It must have depth and breadth. But it must be developed with full recognition of the complexity of public issues, the processes of political democracy, and the relationship of individuals to issues and the political process.

This dimension of Extension education has a direct relationship to other kinds of extension effort. It is a truly educational undergirding of Extension and other organizing activities to help people achieve community and resource development, rural areas development, effective program planning, or treatment of a specific public affair.

The founders of the Nation recognized that democracy rests upon a literate society. For much of its history, this Nation could survive with a citizenry literate largely in vocational and individual practice enterprises. Now the urgency, magnitude, and increasing complexity of public problems facing farm and city people alike and awaiting action by the political process creates a critical need for new forms of education to assist public action.

"It is the feeling in our area," wrote one leader to his county agent, "that Operation Advance is a significant contribution to the advancement of democratic thinking in the State of New York." Another said, "This proves that just because you live in a small town, you don't have to think small." A newspaperman said editorially, "Operation Advance brought out the factors which make a community great." ■

# Studying State and Local Public Finances

by EVERETT E. PETERSON, Extension Economist  
(Public Affairs Specialist), Nebraska

**L**ET'S Talk About Nebraska Taxes. Problems and policy choices in State and local government finance were the main topics discussed in this 1961-62 public affairs extension program.

This educational activity was planned, prepared, and presented by the extension staff in agricultural economics. In general it was intended to meet the need and desire for objective information on this important public issue as expressed by Nebraskans—both farm and nonfarm.

## Situation and Need

Increasing costs of State and local government, the numbers and types of local governmental units, and continued reliance upon the property tax for revenue are serious problems. They concern citizens as individuals, members of organizations, business managers, legislators, and administrators of public institutions and agencies.

Farmers realize that property taxes represent a fixed cost, while their incomes fluctuate with weather and economic conditions. Business and professional groups are becoming more aware of disadvantages of the property tax. School administrators and boards, education associations, and many citizens recognize the direct relationship between tax problems, school finances, and school district consolidation.

Many who recognized these problems of State and local government finance were uncertain of the possibilities of alternative courses of action. Objective discussion was needed on the present situation and on advantages and disadvantages of alter-

native choices in public spending and taxation at the State and local levels.

The objectives of the public affairs educational program of the University of Nebraska were:

1. To provide factual information on—the expenditures and revenue systems of State and local governments, basic principles of public finance, and the advantages and disadvantages of alternative methods of obtaining revenue for public purposes; and

2. To increase citizens' awareness of—their rights and responsibilities with respect to public affairs issues, and the importance of reaching decisions based on the best available information, then expressing their views to those having or aspiring to public spending and taxing responsibility.

## Leader Training Workshops

The principal teaching method used in working toward these objectives was a series of 2-day leader training workshops for county agents and local leaders. They represented every county in the State.

Materials for these meetings were planned and prepared during the summer and fall of 1961. The 15 workshops were held in January-March 1962.

The subject matter and procedures were discussed in detail with district supervisors before they met with county agents in district program planning conferences. This resulted in excellent cooperation and support from both State and county staffs.

Program objectives and suggestions for obtaining leader participation

were explained to county Extension chairmen and home agents in a letter from the Extension director. Each county was asked to invite 10 urban and rural leaders to a 2-day training meeting. The leaders also had to be willing to help plan and conduct followup activities at the county or community level. Agents were encouraged to consult with their Extension boards in selecting the participants.

Special effort was made to invite State legislators.

The workshops were conducted by two 2-man teams of Extension economists. Lecture-type discussions covered: the role of government in our society; basic principles of public finance for analyzing spending and revenue problems and policies; criteria for evaluating taxes; characteristics, advantages, and disadvantages of the property tax, general sales tax, and personal income tax.

Lectures were illustrated with an overhead projector. Discussion guides or outlines of subject-matter were provided to the participants to make note-taking and understanding easier. Leaders were encouraged to ask questions and to bring up additional relevant points.

Training concluded with a half day devoted to small-group discussions. Participants were divided into self-administered discussion groups of about 10 people each.

Specialists were available as resource people but did not sit in with these groups. A set of four questions was provided as a basis for discussion:

- Do you think the cost of public services in tax will go up, down, or



stay the same in the next 10 years? Why?

- What are the opportunities for greater efficiency in the operations of State governments? School districts? Local government?

- Assuming that the property tax will continue to be an important source of revenue for local governments, how can it be improved? By stricter enforcement? By better administration? By enlarging the property tax base? By exempting certain classes of property? Be specific.

- What are the main alternative methods of substantially reducing the tax burdens of State and local governments upon the property tax?

The group-discussion technique gave workshop participants an opportunity to share views, apply what they had learned, clarify difficult points, and go through an experience in exercising their rights and responsibilities as citizens. Each group summarized and reported its discussion when participants reassembled.

About 650 local leaders and county agents attended the 15 workshops. Among the participants were: farmers and ranchers; bankers; retail businessmen; doctors, dentists, and lawyers; county assessors, clerks, treasurers, and board members; State legislators; college professors and school teachers, administrators, and board members.

The response was generally favorable. Participants indicated that they regarded the program as very informative and the presentation objective.

The workshops received widespread and continual coverage from the press.

### Followup Activities

County agents were encouraged to involve the workshop participants and their Extension boards in planning and carrying out followup activities. More material was presented in the training meetings than could be handled conveniently in local programs, so a suggested 2-hour program was outlined by the specialists.

Local activities reported so far include: countywide public meetings with specialist help; series of local discussion meetings organized and conducted by leaders; county or community meetings with panel discus-

sions by leaders; talks and panel discussions by agents and leaders at regular meetings of farmers' organizations, service clubs, home Extension clubs, parent-teacher associations, etc.; and use of local press, radio, and television. These local activities will continue into 1963.

A special 1-day presentation of the workshop material was given for the Governor of Nebraska, his administrative assistants, and the State tax commissioner. A workshop was also held for the entire staff of the College of Agriculture at the University of Nebraska.

Four half-hour programs were videotaped for the university's educational TV station. A Lincoln newspaper published summaries of the workshop information as a series of articles and as a special reprint.

A set of four Extension circulars, written by the economists involved in this program, are now being printed. These will be available for general distribution and the basis for home Extension study lessons.

### Results Expected

The immediate result of these educational activities was widespread interest in and discussion of Nebraska's government finance problems and possible solutions. One newspaper editor said the people of Nebraska had received more information on this public affairs issue during the first 3 months of 1962 than in the State's entire history.

Continued discussion on a formal and informal basis is expected at both the State and local levels. The leaders trained in the workshops provide a core of well-informed citizens in every county and continue to be actively involved in discussion. Several candidates for the State legislature have asked for more information.

The full impact of this educational effort in public affairs will not be known for some time, perhaps several years. Proposals for changes in Nebraska's tax system are certain to be introduced and discussed in the 1963 session of the State legislature. Action or lack of action by that body will depend upon the views and desires of the citizens as expressed through the political process. ■

## PA IN IOWA

(From page 227)

needed information can be given on controversial as well as noncontroversial subjects. It will be appreciated by both sides of an argument, and the extension worker will not become involved in a political debate.

The extension worker must secure more subject matter confidence. Many county Extension workers recognize and appreciate the importance of public affairs education. Because of lack of confidence, they hesitate to include more public affairs in their programs.

Extension workers can achieve subject-matter confidence through private study. However, private study is difficult to incorporate into a busy schedule.

Introducing more courses of economics, sociology, and political science to the undergraduate program would be of value. Another possibility would be graduate training.

Another need is more applied research. There is sufficient research to keep an Extension program going for several years. Most of this, however, verifies concepts, theory, and analytical statements. More research of the applied nature is needed to convince the Extension worker's audience.

Research, which predicts or evaluates the benefits and consequences of alternative public policies on the individual, the local community, and the local institution, is needed to place a remote national issue on the audience doorstep. When this is done, interest in public affairs issues becomes immediate, personal, and intense.

### Expected Audience

Once the public affairs problem or issue is identified, the audience for Extension work in public affairs is anyone who needs the information pertinent to the problem or issue.

Some issues will affect largely farm audiences; some will affect largely nonfarm audiences. Most issues will involve both.

The issue determines the audience. Define the problem and deal with whatever audience needs education on this public affairs issue. ■



# ***Pennsylvania Growth Program in Action***

by WILLIAM M. CARROLL, Public Affairs Specialist, Pennsylvania

**A**LTHOUGH Pennsylvania is blessed with a diversity and abundance of resources, in many areas 2 years ago 1 out of 5 workers was out of a job. Underemployment was high in both rural and urban areas.

Since then the Pennsylvania Growth Discussion Series has helped many people better understand the fundamental relationships among jobs, people, and land. Growth discussions during the past 2 years have centered on the relationships of land, water, forests, wildlife, and people to economic development.

## **Practical Efforts**

People from rural and urban areas are sharing development ideas. And group after group is deciding that development efforts based primarily on enthusiasm, promotion, and conviction have failed, regardless of the sincerity of the developers. These same groups and others are beginning to understand that efforts based on scientific discovery and application usually lead to satisfying results.

The number of township, county, and regional planning commissions has more than doubled. And every area now has active, representative planning commissions which are hiring professional planners to make comprehensive land-use plans.

Each county group is recognizing that interpretive soil survey maps and reports are vital for effective land-use planning. These maps show groups of soil associations of similar character, streams, roads, and other landmarks for easy orientation.

Reports are being requested on the soil properties that determine suitability for residential housing, industry, public facilities, and recreation.

Extension has met these requests for educational assistance by inaugurating a soil survey educational program. An Extension agronomist with specialized soils training was hired to start the program. He cooperates with the Soil Conservation Service, Pennsylvania Agricultural Experiment Station, and Pennsylvania Department of Agriculture.

## **Deer Management**

One example of the function and relationship of research and Extension education is the public affairs deer management program. This program also points up resource relationships, involves several specialists' disciplines, and demonstrates essential interagency cooperation.

Extension specialists and a Pennsylvania Game Commission research biologist organized existing research into presentations for use in local areas. These have been held under the educational leadership of county Extension offices. McKean County initiated this type of public affairs discussion meeting; since then about 20 county programs have been held.

These resource management meetings emphasize public discussion. Short, formal presentations by Extension specialists and a Game Commission biologist cover: deer management; deer economics and policy; deer and forestry; deer biology, populations, and effects of hunting; and deer and recreation. Knowledge, ideas, comments, and viewpoints are shared by audience and panelists in an open discussion period.

Though many critical and controversial public issues are considered, the atmosphere of these educational meetings has been stimulating and

orderly. Citizen interest, attendance, and participation have been high.

Because the panel can present only a limited number of programs, a Discussion Guide, "Deer Management in Pennsylvania," was published. From November 1961 to July 1962 county Extension offices distributed about 8,000 of these to groups, organizations, and individuals.

In addition, specialists have contacted statewide groups and organizations. The Pennsylvania Game Commission distributed reference copies to their field staff. Copies were provided to the Forest Resource Committee of the State Chamber of Commerce.

The Extension Wildlife Management Specialist was invited to discuss this program and provide copies to county delegates of the Federated Sportsmen's club of Pennsylvania. Contact with this leadership has helped stimulate additional resource management interest.

## **Results of Discussions**

In May 1962 the panel participated at the Northcentral Division meeting of Game Commission Field Staff as an inservice training program. Since then these presentations have been scheduled for all game commission divisions in the State. The continued interest of the commission and involvement of their whole staff indicates their favorable reaction to this educational approach.

Forest resource interests have asked for a special presentation of the program on Pennsylvania State University campus in January 1963. This will be directed chiefly to public and private foresters and forestry interests.

While many factors influence the policy decisions of deer management and harvest programs, this educational program has probably been helpful in the decisions to hold successive antlerless seasons aimed at adequate and proper harvest of the herd.

The College of Agriculture was invited to present a statement on deer research and education at the public hearings on 1962 hunting seasons. This invitation is attributed chiefly  
(See *Program in Action*, page 239)



# Making Use of Public Discussion

by GEORGE W. HARTER, Rural Areas Development Agent, Pennsylvania

**O**VER 20,000 Pennsylvanians, from many occupations, participated in the public information program known as The Pennsylvania Growth Series early in 1961.

This was a series of four fact guides with questionnaires on:

Why do we have to GROW ... what is unemployment costing us?

What must we know to GROW ... today's skills won't do tomorrow.

What do we have to GROW ... resources and tomorrow's needs.

How do we go to GROW ... informed people use resources to move forward.

Working in small groups, citizens discussed the facts, then stated their individual opinions on the questionnaires. Opinionaires were returned to the county agent's office for tabulation. This tabulated information was then forwarded to The Pennsylvania State University for State tabulation.

## Local Followup

As a followup to the Pennsylvania Growth discussion series, county extension personnel and rural areas development agents in some counties prepared county growth series. These gave individual county results; facts on the county, including tax rates, unemployment, school problems, and population trends; and asked leading questions on the county's problems. Some counties prepared booklets which presented county statistics without questions or tabulation.

Within a year after completion of the Pennsylvania Growth series, the

university presented a State tabulation of the results.

The next step was a series of three agindustrial conferences, held in 12 locations throughout the State. Each county within a district arranged for 25 to 30 public officials and lay leaders to attend. As a result, 175 to 225 citizens were present for each conference.

At these meetings, extension specialists presented latest facts about industrial and population trends, population movements, changes in the communities, changes on farms and related industries, water, timber, and land resources. Most of this information was presented through visual aids.

The final conference ended with a 1-hour discussion period, during which each county group had opportunity to discuss what they had learned and steps to be taken in their own counties.

Action following these series has varied across the State. Some counties that previously had not shown interest in rural areas development organized steering committees. Other counties, although they did not set up any formal organization, have selected problem areas which they felt required fast action.

## County Faces Facts

For example, Pike County, in the Pocono Mountain vacation area, took stock of its resources and future. The population, just under 9,000, showed a net increase of 383 in the last census. There are no urban areas, and 1,100 people live on farms. Of the 204 farms

in the county, only 107 are classed as commercial.

The county's tourist and vacation business has grown rapidly, with farmland acreage being put into summer camps and summer residential areas. A huge reservoir, to be built on the Delaware River by 1972, will take over most of the present productive agricultural land. This reservoir will be surrounded by a public park which will likely accelerate the tourist and vacation industry. Land values have continually increased through speculation on future development and the county has several examples of unplanned growth.

The people of Pike County felt that they needed more public interest in community and rural land-use planning. The executive committee of the county Extension service, the county chamber of commerce, and those who attended the agindustrial conferences and participated in the Pennsylvania Growth series, requested a series of public information conferences on the subject.

In the past, the public officials of a few communities had tried to establish planning and zoning without educating the public prior to their efforts. As a result, the public was not enthusiastic about community planning.

The RAD agent, with the aid of the Public Service Institute, a division of the Pennsylvania Department of Public Instruction, set up a series of six conferences. These were to be held in an area where the citizens of five towns and two boroughs had established planning commissions but did not know where to go from there. A total of 52 public officials and citizens attended all the conferences right through the peak of the tourist and work season.

Speakers in this series included men from planning boards and planning companies which have been working in New York, New Jersey, and Pennsylvania, and from the State Department of Commerce. Conference subjects included: Background for Planning, Organization for Planning, Rural Land-Use Planning, Making the Community Plan, Planning Administration and Control, and A Critical Evaluation of Planning Problems. (See *Using Discussion*, page 239)





Mrs. Elmer Sauter, volunteer leader, discusses the results of the Youth Survey with the DeKalb County Agricultural and Home

Economics Extension Councils. Plans included involving youth leaders throughout the county in an educational meeting this fall.

## Cue for Public Affairs—Involve Others

by ELROY E. GOLDEN, DeKalb County Farm Adviser, Illinois

**T**HE number one challenge to Extension today is in the field of public affairs education.

Our real opportunity for the future, as in the past, comes from an Extension program based on the needs and wants of the people. In the past, many of these needs were related to agricultural production, cooking, or sewing. These subjects and our county educational programs were geared to meet the needs of people.

Theoretically, DeKalb County Extension could survive for a long time on "production agriculture." Many county resources are tied to the deep brown, silt loam soil. County agricultural production grosses more than \$60,000,000 annually from fewer than 1800 farms averaging about 220 acres.

But, there are many new and growing opportunities for the Cooperative Extension Service. We have the production know-how, but what about public affairs education?

Extension can be capable and competent in the public affairs field, too. Our joint Extension council chairman

says, "The public respects Extension and its unbiased, objective methods. Many people readily accept public affairs education."

At one time or another nearly every county has worked in the area of public affairs. In DeKalb County, the Extension councils, committees, and staff have worked on at least two dozen subjects related to public affairs education. These include: agricultural policy, taxation, zoning, community development, agricultural adjustment, civilian defense, careers, social security, highways, airports, income taxes, safety, citizenship, water resources, and family living.

Public affairs education received added impetus when the county was selected as 1 among 12 in the U. S. on a special project in public affairs. Carl McNair, program consultant, was hired in 1959 for a 2-year term. He proved to be the "catalytic agent" who got people involved and moving.

People said, "The number one need in DeKalb County is related to the problems of teenagers." Was this

imaginary? Just what is the situation regarding our youth? The joint Extension council set out to find the facts. This resulted in a painstaking effort to develop a survey of teenagers attending schools within the county.

### Involving Help

More than 4,000 students were scheduled to answer the questionnaire. Who would make the survey and do the work?

This would be an undertaking of greater magnitude than anyone had anticipated. Four regular Extension employees were busy with the regular program. Council members could do some of the work but they had to make their own living.

We and our councils learned we must involve people to get them to help. School administrators wanted to learn more about the survey. We met with the administrators and brought them to the inside.

(See *Cue for Public Affairs*, page 238)





# STUDENTS. HOMEMAKERS Study Latin America Via TV

by MRS. KARIN KRISTIANSSON, TV Editor, Vermont



Julia Borzone, attending the University of Vermont on a graduate scholarship, presented her view of problems and progress in her native Argentina on the Extension TV Series, "Our Southern Neighbors."

**"T**HERE is a challenge to democracy to prove itself today as never before."

A Vermont homemaker wrote these words in response to the series, "Our Southern Neighbors," telecast last year over the Extension farm and home program, "Across the Fence." She spoke for more than 2,500 viewers who had enrolled for the programs.

"Our Southern Neighbors" grew out of a deeply felt need for information about international issues. Many home demonstration groups were holding meetings on foreign relations, but they lacked discussion guides and easily available sources of information.

We hoped that such a series would also motivate the viewers to greater interest in current problems abroad and give them a better understanding of problems facing other nations.

## Cooperative Planning

Key planners for "Operation Southern Neighbors" included: Mrs. Doris Steele, home demonstration leader; Dr. George Little, director of the Vermont Council on World Affairs and professor of political science; and

members of Extension's editorial staff. Representatives of the Vermont Farm Bureau, station WCAX-TV, and the home demonstration council were also asked to serve on the planning committee.

Dr. Little suggested we focus on Latin America. So, Mexico, Bolivia, Uruguay, and Argentina were selected for study. The first program in the 5-day series was set aside for general discussion of Latin America.

This must seem an enormous, perhaps fruitless effort to anyone familiar with the problems and issues of these countries. We knew we could barely scratch the surface. But our main objective was to interest the viewers to more studies, to go for more and detailed material, and to set up discussion groups that might lead to a better understanding of the problems discussed.

A viewer who watches a series of programs on Latin America may look for other sources of information. So we printed a study guide, giving a resume of each program and a list of reference books. The study guide also included questions for discussion.

In September (1961) we invited a group of some 20 key people from across the State for an all-day train-

ing session. Most served as international relations chairmen for their county home demonstration council and were vitally interested in the idea.

## Training Leaders

Dr. Little gave a sample demonstration of one television program. We discussed the study guide and made final revisions. The women received instruction and suggestions on how to help publicize the TV series locally.

The meeting coincided with the annual conference of the Vermont Council on World Affairs. Thus its scope was broader than just to prepare the women for the TV programs.

In the middle of September we launched our publicity campaign. Most of it was done through direct mail and news stories. The editorial office prepared announcements and enrollment blanks which were distributed by county Extension offices through their local mailing lists. Notices were also sent to schools in the viewing area and to members and friends of the Council on World Affairs.

Our efforts paid off. More than  
(See TV Study, page 238)

## TV STUDY

(From page 237)

2,500 persons enrolled for "Our Southern Neighbors." About 40 schools participated in the series. Other participating groups were home demonstration members, Vermont Farm Bureau, local libraries, and the Vermont Parent-Teacher Association.

Home demonstration women arranged for display of the study guide and other reference material in libraries and store windows. And they supplied some of the schools with study guides.

Mrs. Elaine Welch, president of the Vermont Home Demonstration Council, reported that home dem groups across the State held more than 100 meetings using the TV series and study guides.

We can well say that we had co-operation across the board. The local TV station extended our first program to 30 minutes, so there would be more time for a general introduction of Latin America.

Serving as coordinator in planning the programs, Dr. Little asked four specialists with the political science, history, and romance language departments to participate in the series. Each program was carefully planned with these people. Most of them had never been on television, and it took some time to gear their presentation to the general public rather than a class of college students.

For visual material we used maps, posters, photographs, and slides. The Pan-American Union in Washington, D. C., loaned us an excellent selection of photographs from the countries discussed. Maps of Latin America, from the U. S. State Department, were included with the study guide.

### Audience Survey Returns

Who viewed? Did we give our viewers something of interest? Should we plan another similar series?

We asked these and other questions of a sample of 200 enrollees at the conclusion of the series. The returns indicated high viewership. Ninety percent said they had viewed three of the five programs; 38 percent had seen four, and 22 percent, all five programs.

The majority of the viewers said they had found the study guide helpful. More than half indicated they had read other material besides the study guide and would use the information at meetings or in discussion groups. When asked what subjects they would like to see discussed in a future series, they marked U.S. foreign policy highest on their lists, followed by Africa, United Nations, the Far East, and Latin America.

We tried an idea for a followup which could be explored further. All programs were recorded on sound tape. Thus teachers or discussion leaders could borrow the tapes, use the study guide, and start a discussion group.

One school took advantage of the offer with very good results. If this arrangement had been better publicized, no doubt more people would have taken advantage of it.

### Approval Registered

"Our Southern Neighbors" was discussed at the international relations workshop, held the following June (1962) at the annual home demonstration council meeting. The international relations chairmen attending the workshop were most enthusiastic about the television programs and asked that we schedule a similar series. They approved the suggestion to feature "Focus on Foreign Affairs" during the latter part of January 1963. They also decided to use it as the basis for their statewide international relations program.

What started as an idea thus grew into a project endorsed by the International Relations Committee of the Vermont Home Demonstration Council.

In evaluating the series, Mrs. Steele said, "Vermonters are very much interested in the current world situation and in understanding the lives, culture, and problems of other countries. "Our Southern Neighbors" was an outstanding example of cooperation among colleges within the university, and other educational institutions, agencies, and organizations. Local leadership participation was excellent in promotion of the program. We hope that through these television programs we can motivate our people to learn more about the world today." ■

## CUE FOR PUBLIC AFFAIRS

(From page 236)

As a result, they agreed to conduct the survey within their school systems. They said, "We always had this idea but just never got around to doing anything about it."

Today the results of this survey are summarized in a 110-page publication. Chapters cover purpose, youth problems, school life, activities and leadership, family life, and family car.

Home Adviser Deloris Gregory has prepared home economic unit lessons on the survey findings. Recently she presented some of the results to service and civic clubs.

The next step (like all the past steps) will be decided by the joint Extension council. Tentatively we plan a "summit meeting" of leaders, who are attempting to build a more desirable community in which to live. These include school administrators, legislators, supervisors, club leaders, family service agency representatives, clergymen, youth workers, truant officers, policemen, and the sheriff.

The ultimate goal of the council is to build an action program to be conducted by the citizens—of, by, and for the people.

### Reviewing Results

The project has met its two overall objectives:

1. To broaden and strengthen the program offerings, stimulate the interest of the public, and obtain citizen participation in public affairs; and
2. To advance education for public responsibilities through involving larger numbers of citizens in program planning and other appropriate experiences to develop their leadership abilities.

Only time will show what has been accomplished. Already the council feels they have been repaid for their efforts through the side bonuses of the project.

We feel that our county will never be the same again. Redirection for future programs is assured. Public affairs education will compete with other subject matter areas on the priority list as determined by the people. ■



## USING DISCUSSION

(From page 235)

lems in Pike County (a panel discussion by conference participants).

Other sections of the county have requested similar conferences for next fall and winter.

### County Self-Examination

Wyoming County had a somewhat different situation. They offered a fact booklet used widely by county organizations in studying community problems. They also had high participation in the agindustrial conference series.

Following this series, Wyoming County representatives organized a RAD steering committee which met biweekly for 2 months.

At each meeting they brought in representatives of the various segments of their economy: government,

industry, and public agencies. They realized many forces were working toward development of manufacturing industries and the tourist and vacation industry. They learned, too, that these efforts were showing signs of success and if this were accelerated, Wyoming County would face many serious problems in community growth.

The committee discovered that although the total county population had not changed significantly in the last 30 years, it now concentrated in and around the small towns. Some of these towns already had problems with streets, sewage, and schools.

Wyoming County has a sound dairy industry with a gross income nearly equal to the industrial income. The RAD steering committee felt the dairy industry could continue to prosper along with the manufacturing and tourist industry development if all were protected through commu-

nity and rural land-use planning. As a result, the county extension staff and RAD agent established a series of community and rural land-use planning conferences. These were similar to and running concurrently with the Pike County series.

This series, differing from the Pike series, was presented by one individual, chief planner of a neighboring County Planning Commission. Wyoming County came to the same conclusion as Pike County—if community and rural land-use planning is to be accepted by the general public, they must be given the opportunity to become familiar with the facts.

Our experience in these two counties proves again that Mr. and Mrs. John Q. Public can face public issues (such as planning and zoning), digest the facts, and develop a sound plan for solving their dilemma. They need only the guidance of an organization or person they respect. ■

## PROGRAM IN ACTION

(From page 234)

to this program and our strengthened relations with the game commission.

Three main points are clear from the experience with these programs:

(1) Research and education have a unique challenge to help all groups concerned with resources to understand the land management issues involved.

(2) A satisfactory and acceptable exchange of ideas helps build the \$140 million annual wildlife industry in the State and develops an improved investment atmosphere for related industries.

(3) Cooperation among institutions, agencies, groups, and individuals stimulates citizen understanding and support for scientific resource management.

Growth discussions also stimulated

much citizen interest in local township government. Many realized for the first time that the Commonwealth Legislature has provided authority and power to townships commensurate with modern responsibilities. The investment atmosphere in rural and urban areas is directly related to township planning, financing public facilities, preserving and developing recreational areas, trash collection, or sewage treatment and disposal.

Reflecting citizen interest, the Extension publication, "Township Government in Pennsylvania," was prepared in cooperation with Dr. Clyde J. Wingfield of Penn State's Institute of Public Administration. Primarily it was to provide a clear outline of township government and suggest what public action and service township residents have a right to expect.

Interest in township, county, and regional development efforts is high

in all parts of the State. These have been just a few examples of changed attitudes toward economic development as a result of increased understanding.

The Pennsylvania Growth Series has helped stimulate increased citizen participation in resource management at the State, county, and township levels. Interest in all three phases of planning—physical, economic, and institutional—is helping Pennsylvanians tackle unemployment by improving the investment atmosphere in their communities. They are seeking assistance from Federal and State agencies, and they are supporting needed area economic development research efforts that help prevent high risk, high cost, and sporadic development.

Citizen participation in development efforts is strongly related to increased interest in discussions of public issues. ■

# Backstops for our RURAL CIVIL DEFENSE



**T**HE Cuban crisis in late October and subsequent international political events, have brought to light again the urgent need for Americans to be prepared for any possible national emergency.

Secretary Freeman recently told USDA employees:

"I know that we all realize the immensely important function which this Department will have to assume in the event of an emergency situation. Ours is the responsibility for the food supply of the Nation—not only its production but its movement to people who will need it desperately throughout the country. We must make certain that the continuity of this function is not interrupted whatever happens."

Preparation for an emergency, national or local, is like the insurance we buy for protection against fire, accident, storm. It may never be used, but the reassurance is there. Such built-in readiness is a basic element of USDA defense planning. And this advance preparation is also a natural characteristic of Extension.

## Practical Uses

When autumn storms struck the Pacific Coast this year, Extension was ready and able to assist quickly. A year ago, when Hurricane Carla hit Texas, Extension again was a key source of assistance to disaster vic-

tims. Preparation ahead of time can be credited for Extension's accomplishments.

Jackson County (Texas) Agricultural Agent Lee A. Wilson said, "Few persons were interested when we first began talking civil defense back in 1960. Some insisted they would rather not live through an atomic attack. But such resistance to living melted away when Hurricane Carla hit."

"Carla furnished the need for an urgent and extensive dry run . . . for civil defense organizations. Like many other counties over the Nation, civil defense in Jackson County was an untested, paper organization. What this county learned and what it is doing now to strengthen its organization is . . . amazing." This was the report of Texas Assistant Extension Editor A. B. Kennerly.

Up-to-date civil defense plans that concern Extension and rural Americans are being made. Extension can and must operate in an air of calm preparedness and resolute determination to be ready for any emergency.

## Publications Available

Extension's primary job is to assist rural Americans to prepare their homes and farms against any possible disaster. The following civil defense publications may help county agents carry out this job. Agents have ordered more than 10 million copies already.

**Fallout Protection—What to Know and Do About Nuclear Attack.** Department of Defense, Office of Civil Defense, H-6. Building and family shelters, shelter supplies, emergency housekeeping.

**Fallout and Your Farm Food.** USDA PA-515.

**Soils, Crops and Fallout.** USDA PA-514.  
**Your Livestock Can Survive Fallout.** USDA PA-516.

**Rural Fire Defense, You Can Survive.** USDA PA-517.

**Radioactive Fallout on the Farm.** USDA Farmers' Bulletin 2107. Protection of livestock, land, and crops.  
**Family Food Stockpile for Survival.** USDA Home and Garden Bulletin 77. Two-week food supply, meal plans, cooking equipment, water sources and purification.

**Family Fallout Shelter.** Department of Defense, Office of Civil Defense, MP-15.

**Family Shelter Designs.** Department of Defense, Office of Civil Defense, H-7. Working plans for 8 family shelters.

Your job, as county Extension agents, is to make this information useful in as many ways as possible. The November 1961 Extension Service Review (special issue on Rural Civil Defense) leaders' guides, manuals, and other materials may supplement the above bulletins. Leaflets and slide sets also are being prepared. ■